

## E-Participatory Planning and City Issues Resolving: What's Missing?

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### *Abstract*

*The development planning model in Indonesia underwent a real transformation by adopting a participatory development planning model. This is a breakthrough in the development planning process, after previously the top down planning model dominated the development planning process in Indonesia during the New Order regime for more than thirty years. The development of ICT encourages participatory development planning processes to adopt it with the aim of providing better access to the community in urban planning. This is based on the assumption that development planning which involves the public has a better degree of solving urban issues. This note addresses experience participatory planning in Indonesia in which some progress has been made in the use of ICT. The research was conducted in the city of Bandung as a municipal level government that is at the forefront of the use of ICT in carrying out its governance model. The research was conducted using a qualitative approach to informants who were deemed to have the capacity to understand problems related to proposals from the public related to urban development planning. The research results shows a number of issues deal with rejected proposal's and limited budget raise dramatically, contradict to the spirit resolving city problems implicate public participatory. Capacity constrain and challenges which need to be responded in meeting public proposal and government capacity. Policies related to budget politics that are comprehensive and thorough so that proposals can be accepted and executed, as part of the public participation process are*

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*needed to maintain the continuity of the participatory development planning model in a sustainable manner.*

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## **Introduction**

In the context of changes in development planning models, Indonesia underwent fundamental changes in governance, including the development planning process after the fall of the New Order regime, where development planning patterns shifted from top down during the 1960s to rhetorical participation (tokenism) since the beginning of the 1980s, which saw a combination of bottom up and top down planning (Widianingsih & Morrell, 2007). This encourages stronger recognition of the importance of participatory planning, as the public becomes more attuned to good governance practices. The challenge is that implementing and sustaining new approaches is often difficult, political transformation and the new wave of decentralization has not led to major changes in development planning (Widianingsih & Morrell, 2007). At a later stage, the development of Information and Communication Technology (ICT) has been widely used by the government in the transformation of the public sector and is known as e-government (Phang & Kankanhalli, 2008), which then developed into e-participatory. Especially in a modern democracy, where increased interaction between the government and the public includes various forms of active participation in policy making and public decisions (Aichholzer & Strauß, 2016).

### **Changes in patterns of public participation**

Entering the new millennium, the pattern of citizen participation underwent a real change (Wirtz et al., 2018) based on the spread of the use of Information and Communication Technology (ICT) which is changing the way of communication between individuals, organizations and governments (Alawneh et al., 2013; McGrath et al., 2012). In line with the use of the internet as a means of information and communication in everyday life, it provides hope of convenience and breaks through barriers in communication between the public and the government (Kubicek & Aichholzer, 2016). Especially when compared to classic patterns such as face-to-face meetings in terms of time and place. In particular, ICTs play a role in assisting the exchange of information and involving stakeholders in making fair and representative public decisions (Wirtz et al., 2018), because it can increase the government's responsiveness to community input (Mambrey, 2008), promote efficiency and fairness in society and government (Wirtz et al., 2018), as well as facilitating and expanding public participation in various ways (Kearns et al., 2002).

## **E-participatory planning**

### **Bandung as a leading smart city**

The number of internet users in Indonesia in 2020 reached 175.4 million with a penetration of 64 percent (doubled in seven years), 95 percent of whom use the internet to access social networks (Ramadhan, 2020; Redaksi Kumparan, 2020). A similar thing occurred in Bandung City, the capital of West Java province, where the composition of the population is advantageous in supporting Bandung City's efforts to become a Smart City, seen from the composition of Bandung City's population who are young and technologically literate (Badan Pusat Statistik, 2019).

### **Implicating public in city issues**

Based on the 2018-2023 medium-term development plan, there are issues related to the development of the City of Bandung, including:

1. The first issue is related to economic recovery, which refers to the national strategic issue, which is strengthening economic resilience for quality and equitable growth, and the provincial strategic issue, namely sustainable economic productivity and competitiveness as well as the business climate, tourism and creative industries and handling the Covid-19 infectious disease. Post-pandemic economic recovery is conducted by strengthening economic resilience, increasing the productivity of the business climate, tourism and creative industries. In the case of economic recovery, economic growth has slowed down. BPS data shows that within five years, there has been a slowdown in economic growth from 7.79% in 2016 to 6.79% in 2019. This situation was exacerbated by the Covid-19 pandemic which brought a contraction in economic growth to -2.29% even though it also started to improve in 2021 with a growth of 3.79%. This is the impact of the service sector as the main contributor in calculating GRDP in the City of Bandung, which has been paralyzed by the impact of the pandemic, and it takes time to recover to its pre-pandemic position. Spending per Capita as one of the variables forming the Human Development Index has decreased from IDR 17,254 thousand rupiah/person/year in 2019 to IDR 16,887 thousand rupiah/person/year in 2020. Apart from facing a sluggish economy due to the Covid-19 pandemic which affects various sectors, the problem of income inequality is also still an important development issue in the city of Bandung. The Gini ratio for Bandung City in 2019 is 0.39. Even though it is lower than West Java Province (0.40), the Gini ratio for Bandung City is slightly above the national rate (0.38). One approach to addressing economic problems that has been and will continue to be implemented in the city of Bandung is the concept of pro-poor, pro-job, pro-growth, pro-environment with attention to community empowerment as the main driver.

2. The second issue is increasing the degree of society, which refers to national strategic issues, namely mental revolution and cultural development, and provincial strategic issues, namely quality of life values and improving the quality of public services as a strategic issue for KLHS. It can be interpreted that the degree of the people of Bandung City can be increased through the mental revolution of the people, the quality of life values and public services.
3. The third issue is improving the quality of education, which refers to the national strategic issue, namely increasing quality and competitive human resources, and the provincial strategic issue, namely the competitiveness of human resources, and improving the quality of education services as a strategic issue for KLHS (Strategic Environmental Assessment). It can be interpreted that the quality of education for the people of Bandung City is improved through quality education services to create highly competitive human resources. Meanwhile, basic education services (Elementary School and Junior High School/equivalent) are not yet optimal because the ratio of study groups (groups) does not meet national standards. If the standard ratio for study groups at the elementary school level = 1: 28, currently the SDN in Bandung is 1:31 with 7,424 study groups and only 2,952 classes. At the junior high school level, the ratio of study groups in Bandung is 1:33, while the national standard is 1:32 with 3,361 study groups and 2,994 classrooms. In addition, the quality of educational facilities and infrastructure and teaching staff in state schools has not been evenly distributed. Favorite school terminology causes some people to prefer schools that are located far from home.
4. The fourth issue is poverty alleviation and PPKS, which refers to the national strategic issue of strengthening basic services, and provincial strategic issues, namely poverty, unemployment and social problems, as well as poverty, social problems and unemployment as the strategic issue of KLHS. It can be interpreted that poverty alleviation and PPKS in the city of Bandung are improved through strong basic services covering aspects of education, health, public works and spatial planning, public housing and residential areas, peace, public order and community and social protection implemented through Minimum Service Standards (MSS). The number of poor people in the city of Bandung in 2019 reached 84,670 people or reached 3.38% of the total population of the city of Bandung. However, this condition was worsened in 2020, where the number of poor people increased to 100,020 people or reached 3.99%. This increase is one of the impacts of the Covid-19 pandemic. An increase in poverty in 2020 will also be followed by an increase in the open unemployment rate. The open unemployment rate in Bandung City in August 2020 was 11.19 percent. Based on BPS data, Bandung City open unemployment rate is higher than West Java Province of 10.46% and nationally which reaches 7.07%. The increase in the unemployment rate both in the

city of Bandung, as well as at the province and national level is the impact of the Covid-19 pandemic.

5. The fifth issue is a quality living environment and optimizing waste management, which refers to the national strategic issue, namely strengthening infrastructure to support economic development and basic services, and the provincial strategic issue, namely growth and equitable distribution of development according to the carrying capacity and capacity of the environment, as well as flood and waste issues as part of the strategic environment issue. It can be interpreted that a quality living environment and optimal waste management in the city of Bandung can be strengthened by basic service infrastructure that is in accordance with the carrying capacity of the environment. The results of the study show that the Environmental Quality Index (EQI) consists of water, air and forest cover pollution indices. The Bandung City EQI score is currently at the "alert" level which indicates the poor environmental quality of the City of Bandung. The biggest cause of the poor EQI score comes from the low water quality index, which shows the BOD5 level in all river water samples is far above the required quality standard. The physical condition of the river water looks cloudy, dark, and smells bad, as a result of domestic wastewater pollution which is quite dominant. The Study of Groundwater Height Measurement in the City of Bandung in 2017 shows that on the contour map it can be seen the formation of cones on the groundwater surface which indicates the exploitation of groundwater in large quantities in several places, resulting in criticality of groundwater in these places. The decrease in water absorption also affects the coverage of clean water services. The coverage of clean water services in Bandung City has only reached 72.15%. Air pollution is increasing even though the value of the Bandung City Air Quality Index is still quite good, namely at 69.79 points, but the results of ambient air quality measurements on the roadside show a significant increase in the PM2.5 parameter, especially in the area around the terminal. This shows that the pollution from the transportation sector is so large because the PM2.5 parameter is usually produced from residues left over from burning vehicle fuels. Waste generation in metropolitan cities like Bandung reaches 1,500 – 1,600 tons every day. Even though the City of Bandung often gets the Adipura award along with a number of other prestigious awards, the waste problem is still a problem that has not been fully resolved. The main source of waste, namely from households (70%). The composition of the waste is generally easily decomposed organic (45%), inorganic (24%) and residue (31%). Waste management is currently carried out on a Collect - Transport - Discard pattern, and 73.74% of waste is transported to the Sarimukti Waste Dump. The 3R pattern waste reduction reaches 14.32%. About 12.21% of the waste has not been handled, which is disposed of in irregular temporary disposal sites, ditches, and rivers.

6. The sixth issue is infrastructure optimization and spatial planning which refers to the national strategic issue which is strengthening infrastructure to support economic development and basic services, and provincial strategic issues namely growth and development equity according to the carrying capacity and capacity of the environment as well as spatial planning, flood problems, waste and decreasing air quality, traffic jams that are increasingly frequent and widespread as a strategic issue for EQI. It can be interpreted that infrastructure and spatial planning are optimized to deal with physical problems such as floods, garbage and decreased air quality, and congestion in the city of Bandung. This includes: Improving infrastructure and reducing inundation to overcome 68 inundation points spread across the city of Bandung and requires cross-sectorial coordination. Control of traffic jams at 8 points which are increasingly complex which is caused by and has consequences on air pollution, mental disorders, waste, and so on. Several ideas have been discussed, such as representative mass transportation and construction of non-level intersections, construction of flyovers or even underpasses and so on. The need for increasing tourist access, such as: representative international airports, toll roads, train stations, and adequate inter-city terminals to create world-class city facilities.
7. The seventh issue is Governance (improving the quality of public services), which refers to the national strategic issue of strengthening the stability of the law and order and transformation of public services, and the provincial strategic issue, namely Bureaucratic Reform, as well as the development of governance based on communication and information technology as a strategic issue for EQI. It can be interpreted that governance or the quality of public services for the Bandung City Government is improved through information and communication technology-based Bureaucratic Reforms so that it can increase the Bandung City community satisfaction index for Bandung City Government public services. The Community Satisfaction Index is a benchmark for the level of suitability of services provided by the government in responding to community needs. The results of an ombudsman survey of regional apparatus services in the city of Bandung, show significant progress in improving services and are included in the green (good) category. However, the quality, speed and accuracy of services still need to be improved by utilizing information and communication technology which describes the city of Bandung as a smart city. In terms of governance, the form of accountability for the performance of the Bandung City government is outlined in the Government Agency Performance Accountability Report and the Regional Government Implementation Report. National Auditor Agency opinion indicate the level of compliance with financial and asset management in accordance with applicable standards.

8. The eighth issue is the synergy of development financing, which refers to all national strategic issues that need to be financed by the State Budget in terms of handling them and all provincial strategic issues that need to be financed by the Provincial APBD (Regional Revenue and Expenditure Budget). The less partnership pattern for infrastructure development financing is a strategic issue for EQI. It can be interpreted that it is hoped that there will be synergies in financing the development of the City of Bandung obtained from the State Budget, Regional Budget of West Java Province through Direct Subsidize or financing partnerships through PPPs. In addition to these sources, the Government of the City of Bandung also has the Level of Community Participation and Collaboration in Development until 2019 reaching IDR 297.9 billion. Another financing instrument that has been utilized is Corporate Social Responsibility (CSR) where during 2015-2019, the contribution of CSR was quite significant, reaching IDR 116,298,907,600.00. In addition, other financing instruments are Third Party Contributions which in 2015-2019 reached IDR 26,869,525,127.00. This indication shows that there is a potential that needs to be continuously developed to synergize in financing development in the city of Bandung.

One of the breakthroughs made by the Bandung City government is the regulation to use a specific participatory pattern, namely e-participatory planning. However, there are contradictions in the impact due to limited capacity. This is shown in the high number and value of proposals inversely proportional to the low realization of public proposals. In the long run, the absence of regulation can have an impact on reducing public trust in participatory planning. This is in line with the existing contradiction, where participation on the one hand encourages public interest while increasing public disappointment (Beresford, 2002), often a program is officially stated as a priority but its resources are limited and its achievements are low (Barnes et al., 2003).

Prior to Law 32 of 2004 concerning Regional Government, Presidential Instruction No. 3 of 2003 concerning National Policy and Strategy for E-Government Development states that the use of communication and information technology in government processes (e-government) will increase efficiency, effectiveness, transparency and accountability of governance. Here it can be seen that from the chronological order, awareness of the important role of ICT was born before regulations regarding public participation in planning.

Not only that, there is a Presidential Decree No. 54 of 2018 concerning the National Corruption Prevention Strategy, which requires all regional governments to integrate the local government planning system and budgeting system in the framework of efficiency and effectiveness of governance. Only then did Presidential Decree 95/2018 concerning Electronic-Based Government Systems (SPBE) state that clean, effective, transparent, and accountable governance as well as quality and reliable

public services require an electronic-based government system, providing technical instructions.

As for Presidential Regulation 95/2018 concerning SPBE paragraph two concerning Electronic-Based Government Administration Services Article 43 (1) states that electronic-based government administration services as referred to in Article 42 paragraph (21) include services that support activities in the fields of planning, budgeting, finance, procurement of goods and services, staffing, filing, management of state property, supervision, performance accountability, and other services according to the internal needs of the government bureaucracy. This is where the use of ICT in development planning has its foothold. Regulations related to the implementation of the Electronic-Based Government System (SPBE) were later updated by Presidential Decree No. 39 of 2019 concerning One Indonesian Data.

By initiating SPBE, the latent message is that the government, at all levels, and must immediately carry out the transformation process towards e-government. Through this transformation process, the government can optimize the use of advances in information technology to eliminate bureaucratic organizational barriers, as well as form a network of management systems and work processes that enable government agencies to work in an integrated manner to simplify access to all information and public services that must be provided by government. In this way, all state institutions, the public, the business world, and other interested parties can make optimal use of government information and services at any time.

At a lower level, Regulation of the Minister of Home Affairs 86 of 2017 Part One concerning the Regional Development Planning Approach in Article 7 states that process-oriented regional development planning uses the following approach: a. technocratic; b. participatory; c. political; and D. top-down and bottom-up. Furthermore, Article 8 states that the participatory approach referred to in Article 7 letter b, is carried out by involving various stakeholders. Meanwhile, the top-down and bottom-up approaches as referred to in Article 7 are the result of planning that is harmonized in development meetings that are carried out starting from the Village, Urban Village, Sub-district/City Region, Provincial Region, to the national level. Here it appears that at a lower levels of government, there has been further details surrounding public participation.

While in the explanation of point D.2.5 regarding the implementation of the Agencies Yearly Planning, that the stages of preparing the Agencies Yearly Planning are carried out through the Community Deliberative Forum in stages starting in the *Kelurahan/Village* as input material in preparing the draft Government Agency Work Plan. Community Deliberative Forum activities are the result of planning through a top down-bottom up planning approach, the implementation of which starts from the Village, Urban Village, Sub-district/City, Provincial and National



levels so that in the preparation of the RKPD, the Community Deliberative Forum in stages must be carried out in accordance with the established time frame as a forum. To bring together stakeholders to discuss various issues and program of priority development activities that will be proposed in the planning year. Here, the Planning based on Community Deliberative Forum becomes a concrete form of a participatory approach as one of the absolute requirements of the development planning approach.

**Figure 1** Comparison of Regulation of the Minister of Home Affairs 98/2018 and Regulation of the Minister of Home Affairs 70/2019

Substance	Regulation of the Minister of Home Affairs 98/2018	Regulation of the Minister of Home Affairs 70/2019
<b>Title</b>	<u>Regional Development</u> Information System	<u>Local Government</u> Information System
<b>Scope</b>	e-Database e-Planning e-Monev e-Reporting	Local Development Information Local Financial Information Other Local Government Information
<b>SIPD Implementation Scheme</b>	If the region does not yet have an application, it can use e-planning. If it already has, system integration can be implemented	Regulated by: <ul style="list-style-type: none"> <li>• Presidential Regulation 95/2018 SPBE</li> <li>• Presidential Regulation 39/2019 One Data</li> <li>• Presidential Regulation 54/2018 PK National Strategy</li> <li>• Regulation of the Minister of Home Affairs 86/2017</li> <li>• Regulation of the Minister of Home Affairs 13/2006</li> </ul>
<b>Account Management</b>	Managed by account management level The impact is that it is difficult for the local regions to apply because of differences in the conditions of organizational capabilities in the regions	Account management arrangements are further regulated through the Ministry of Home Affairs SIPD team by considering: <ul style="list-style-type: none"> <li>• Local capacity</li> <li>• Progress of implementation in the area</li> <li>• Presidential Regulation 95/2018 SPBE</li> <li>• Presidential Regulation 39/2019 One Data</li> <li>• Presidential Regulation 54/2018 PK National Strategy</li> <li>• Regulation of the Minister of Home Affairs 86/2017</li> <li>• Regulation of the Minister of Home Affairs 13/2006</li> </ul>

Source: Researcher, 2022

As a follow-up, Regulation of the Minister of Home Affairs No. 98 of 2018 concerning Regional Government Information Systems (SIPD). In it, in the weighing dictum section, it is clearly stated that in order to implement the provisions of Article 14 paragraph (4) of the Minister of Home Affairs Regulation Number 86 of 2017 it is necessary to regulate the implementation of e-Planning. Even though this Regulation of the Minister of Home Affairs was replaced with Regulation of the Minister of Home Affairs Number 70 of 2019 concerning Regional Government Information Systems, both of them have the same goal as an effort to integrate all local government information systems for regional development as a form of synergy for more innovative and faster governance.

At the regulatory level in the regions, the provisions of Article 37 paragraph (1) and paragraph (2) of Bandung City Regional Regulation Number 5 of 2009 concerning Stages, Control Procedures, and Evaluation of the Implementation of Regional Development Plans and Regional Development Planning Consultations, Bandung City Government is obliged to accommodate 30% of Community Deliberative Forum proposal from APBD direct spending. Without a system that makes it easy to accurately calculate the amount of the budget allocation, this provision will be difficult to implement. As a follow-up, the Mayor of Bandung issued Regulation Number 248 of 2017 concerning the Implementation of the E-Community Deliberative Forum Application in the Preparation of the Bandung City Regional Government Work Plan Document.

Also explicitly, in the dictum weighing it is stated that it is necessary to have regional development planning which forms the basis for the implementation of annual regional development through a participatory development planning approach. For this reason, the Electronic Community Deliberative Forum, hereinafter referred to as E-Community Deliberative Forum, is an application used to accommodate the Participatory Planning process in development planning in Bandung City through an electronic information system.

It can be observed that Bandung Mayor Regulation Number 248 of 2017 is a reference for the implementation and use of the E-Community Deliberative Forum application for all Regional Apparatuses and regional development stakeholders which are expected to create consistency in the stages of regional development planning. Furthermore, transparency, effectiveness, efficiency, and accountability of development planning which results in good and clean governance by utilizing information technology to consistently produce quality planning results can be realized.

Thus, in terms of content, there is a common thread in viewing regulations related to regulations on development planning, participation and use of ICT. Where awareness of the importance of

using ICT in public services comes first before public participation in development planning.

At the local government level, the Bandung City Government has moved quickly by issuing regulations that encourage the use of ICT in the development planning process, not long after Presidential Decree 98/2018 was issued, where the bottom line is better public services. In the perspective of the public administration paradigm, the pattern of public involvement in planning by the Bandung City Government refers to the New Public Service paradigm.

In order to support the analysis carried out, the author has conducted interviews with informants and the results provide information that regarding regulations all regulations refer to the national level, namely using Law 25 of 2004 concerning the National Development Planning System and Regulation of the Minister of Home Affairs 54 of 2010 and now 86 of 2017. Where in terms of business processes there is no difference. The difference in Regulation of the Minister of Home Affairs 86 is that the format is neater than Regulation of the Minister of Home Affairs 54 of 2010 (Interview with Official of Bandung Municipality Planning Board). A similar sentiment was conveyed by the Chairperson of the Bandung City DPRD who stated that the regulations related to e-Community Deliberative Forum were sufficient, the only issue that remained was to apply them in the realization of the proposal. The Mayor and Head of the RW (Community Association) Forum also stated the same thing, which in their view was adequate in terms of regulations.

Thus, there is a common thread that e-Community Deliberative Forum is the stage of implementing regional planning that was made with the intention that the implementation of development based on regional development planning can be carried out effectively and on target. This is in accordance with regional regulation number 05 of 2009 concerning stages, procedures for controlling, and evaluating the implementation of regional development planning and regional development planning meetings article 37 paragraph (1) and (2) where the Bandung City Government is required to accommodate 30% of the Community Deliberative Forum proposal from direct APBD spending.

For this reason, a system is needed that can make it easier to accurately calculate the amount of the budget allocation. The e-Community Deliberative Forum application is the right instrument to make this happen. The use of this application was also strengthened by the issuance of Bandung Mayor Regulation Number 248 of 2017 concerning the Implementation of the E-Community Deliberative Forum Application in the preparation of the Bandung City Regional Government Work Plan Document. Although criticism came from the RW Forum regarding guidelines regarding the available budget.

### Concluding comment

Although there has been a positive shift in regulations related to the process of public participation in planning by utilizing ICT, challenges have arisen in regulations to increase the execution of public proposals in terms of quantity and value.

It is necessary to issue rules governing so that public proposals can be controlled and so that they support settlements according to city issues, along with patterns to overcome restrictions on city government.

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